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AN ANNEXATION STUDY FOR ABERDEEN, NORTH CAROLINA

ANNEXATION STUDY

Prepared by the Town of Aberdeen, North Carolina

J. M. Taylor, Mayor
Curtis McInnis, Town Clerk

Board of Commissioners

E. O. Freeman
J. K. Bridgers
Hugh M. Styers
Frank A. McNeill
A. F. Dees, Sr.

TECHNICAL ASSISTANCE PROVIDED BY:

State of North Carolina
Department of Conservation and Development
Division of Community Planning

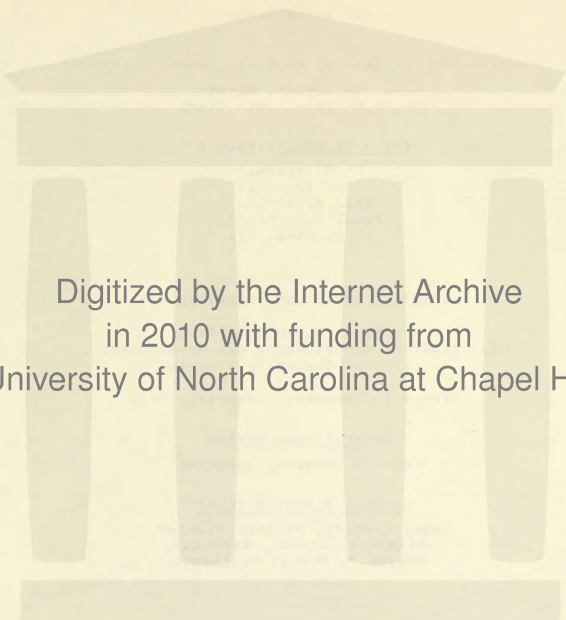
George J. Monaghan, Administrator

Central Area Office

Victor H. Denton, Director

Project Planning Staff

Dewey Mooring, Project Planner
Elizabeth Broome, Secretary
Robert Y. Posey, Draftsman



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TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION	1
PAST GROWTH	2
METHODS OF ANNEXATION	4
DELINEATED AREAS	8
REQUIREMENTS FOR STATUTORY ANNEXATIONS	11
POLICIES AND SERVICES IN ABERDEEN V. FRINGE AREA SERVICE LEVELS	15
RELATIVE COST OF SERVICES, TOWN V. FRINGE	23
ANNUAL EXPENDITURES AND REVENUES	26
CONCLUSION	43

MAPS

	<u>Following Page</u>
EXISTING LAND USE	10
WATER AND SEWER LINES	42

INTRODUCTION

The Town of Aberdeen has for some time been interested in the possibility of annexing some areas adjacent to the town. In 1966 the town contracted with the Division of Community Planning for a broad range of planning studies to be made for Aberdeen. At that time and on various occasions since then, the town has expressed particular interest in having a study made to determine the feasibility of annexing unincorporated areas to the town.

The area north of Aberdeen along highway U. S. 1 was of particular concern to those interested in annexation. Because of recent growth of commercial and residential developments in this area, demand for urban services has increased. While it was realized that this area is of particular interest locally, it was thought that all major developed areas adjacent to Aberdeen should be considered in this report. It is hoped that this report will be of assistance in determining the proper course of action in regards to the areas considered for annexation.

PAST GROWTH

FAST GROWTH

The Town of Aberdeen was originally laid out in a rectangular shape. The boundary was approximately 1½ miles long by one mile wide. Basically, the town has retained its original form. However, the town's only annexation changed this form slightly. In 1947 Colonial Heights, a residential development southwest of the Aberdeen business district, was annexed. This annexation added between 50 and 75 acres to the original incorporated area.

The town's economy has traditionally been oriented toward agriculture, lumbering, and commerce. In recent years manufacturing has become a more important source of jobs in the Aberdeen area. Commerce is probably the second most important source of jobs in the area today with agriculture the third largest employer.

In 1960 the population of Aberdeen was 1,531. Recent estimates by the Division of Community Planning indicate that the present (1967) town population remains approximately 1,500. It should be pointed out that this does not mean Aberdeen is not growing. The 1967 Population and Economy Study prepared by the Division of Community Planning pointed out that Aberdeen's recent growth has taken place in the unincorporated fringe areas adjacent to the town. That report estimated the present population of Aberdeen and its fringe area to be 3,035. The fringe area was defined in that report to be the area within one mile of the corporate limits.

Included in the Aberdeen Population and Economy Study were projections of the town and fringe area population for the next twenty years. These projections indicated that Aberdeen and its fringe area would have a population of 3,200 in 1970, 3,800 in 1980, and 4,250 in 1987.

Direction of Growth -- Why?

If the present population estimate for Aberdeen (1,500) and for its one-mile fringe area (1,535) are compared, it is easy to see that approximately one half the Aberdeen area residents live within the corporate limits and one half live outside the corporate limits. Part of the explanation for Aberdeen's growth in the fringe areas rather than within the corporate limits appears to be due to a lack of available land suitable for development inside the town. Present trends in residential development require larger parcels of land for development as subdivisions rather than development of individual scattered building lots. Building a new home on a vacant lot surrounded by older homes is more risky in terms of possible loss of real estate value than building in a subdivision surrounded by similar type homes.

In addition to the lack of suitable available land for building, many people are impressed by the apparent advantage of escaping municipal taxes by building in the fringe area. These people often are not aware that the increased cost of urban services outside town will often equal municipal taxes and still not offer equivalent service.

METHODS OF ANNEXATION

METHODS OF ANNEXATION

There are several methods for North Carolina towns of less than 5,000 population to extend their corporate limits. The methods available to Aberdeen are:

- (1) Annexation upon petition of all owners of real property;
- (2) Annexation of areas meeting statutory requirements;
- (3) Annexation by special act of the North Carolina General Assembly.

Each of the three methods listed above is available to Aberdeen and each has particular advantages which make it appropriate to use in some circumstances. The following discussion will analyze each method as it relates to Aberdeen.

Annexation Upon Petition of All Owners of Real Property

This method of annexation is generally limited to instances where the property to be annexed is owned by one person or a few persons. This is because the method requires 100 percent of all owners of real property in an area to be annexed to sign a petition requesting the municipality to annex their property. Thus one person might successfully oppose an annexation if his property were located in the area to be annexed.

Annexation of Areas Meeting Statutory Requirements

This method of annexation allows a town to extend its corporate limits without individual approval from the General Assembly. The General Assembly has established requirements to be met for such an annexation. One set of these requirements is directed toward insuring that the area to be annexed is urban in character. In order to insure that an area is urban in character, the statute requires that 60 percent of the total number of lots and tracts must be developed for urban purposes; the remaining lots and

tracts must be subdivided so that 60 percent of them are of less than five acres in size.

Other legal requirements of this method stipulate that 1/8 of the boundary of the area to be annexed coincide with the town's corporate limits and that no part of the area to be annexed be a part of another incorporated town.

Another set of requirements of this method is directed toward protecting the people in the area to be annexed. Since these people have no voice in an annexation under this method, the General Assembly has insured that the municipality doing the annexing provide the newly annexed areas with urban services immediately after annexation. The law requires the town have the ability to serve annexed areas with police protection, fire protection, garbage service, and street maintenance on substantially the same basis and in the same manner as such services are provided to town residents prior to annexation. In addition, water and sewer lines must be available to property owners in the area to be annexed according to the policies in effect in the town. If it is necessary to extend water or sewer lines to the area, contracts for such construction must be let within one year of the annexation.

In conclusion, this method is the one most often used by small North Carolina towns today. The method has the advantage of allowing the town to annex, on its own authority, an area which meets the statutory requirements if the town has the ability to serve the area with urban services after annexation.

Annexation By Special Act of the General Assembly

In legal terms, all towns, cities, and counties are "creatures" of the state. That is, all their powers and authority are derived from the power and authority of the state government. The state grants towns, cities, and counties charters which give them the power to exercise administrative authority over certain geographical

areas. At the time of their creation by the state, they are given certain boundaries in which they may exercise authority. The state at all times retains the power to increase or decrease the power or the area of one of its administrative units. Thus by special act of the General Assembly, the state could annex additional areas to a town.

As a practical matter, such an annexation would have to take place by introduction of a local bill in the General Assembly. This would have to be done by a legislator representing Aberdeen in the General Assembly. A member of the North Carolina House of Representatives or the North Carolina Senate from Moore County could do this.

Conclusion

This brief discussion of possible annexation methods has shown the following:

- (1) Annexation upon petition of all owners of real property is too limited in scope to fill Aberdeen's needs to expand its corporate limits;
- (2) Annexation of areas meeting statutory requirements is the most often used method of extending the corporate limits of towns of Aberdeen's size;
- (3) Annexation by special act of the General Assembly can be used when the local representative to the General Assembly will introduce such legislation. This means, however, a delay until the 1969 General Assembly convenes.

From these conclusions it was decided that possible areas to be annexed should be first examined in terms of the statutory requirements. Where possible, this appears to be the appropriate method of annexation for Aberdeen. If the areas that are desired to be annexed do not meet the statutory requirements, it may be appropriate to attempt

annexation by special act of the General Assembly.

A third approach to annexation has been suggested. This approach would combine two of the methods described in this section. It would require Aberdeen to have owners of undeveloped property petition the town for annexation. After these undeveloped areas were annexed, the developed areas could be annexed by the statutory requirements method. The principal objection to this approach is that the amount of undeveloped property is very large. Thus, many property owners would have to agree to petition for annexation. It seems unlikely that sufficient agreement could be found among a large number of property owners to get the necessary petitions.

DELINEATED AREAS

DELINEATED AREAS

The first step in examining Aberdeen's fringe areas for annexation was to divide the fringe area into study areas. The sections of the fringe area most suitable for annexation were delineated. Four areas for study were selected. (See map of Existing Land Use in Aberdeen Annexation Study Areas, following page 10.)

In selecting areas and drawing boundaries, an effort was made to include as much of the developed fringe area as possible and at the same time comply with the statutory requirements discussed in the next section of this report.

Pertinent information has been compiled by study areas in order that the town governing body may examine each area on its own merits and qualifications. Other boundaries could be drawn and may be drawn at a later date if desired. It is thought that the present boundaries delineate easily identifiable areas for study purposes.

The criteria used in drawing boundaries for the study areas are basically those required by the state. Topographical features and streets are listed in the state legislation. In addition to these, consideration was given to land use patterns, community identification, property lines, and town interest in particular areas.

As mentioned elsewhere in this study, property lines information was not available in all the areas. However, the Division of Community Planning has made an Existing Land Use Survey of Aberdeen and its fringe areas as well as a Housing Conditions Survey of the same area. Both of these were used in preparing this report. Copies of these maps are available at the Aberdeen Municipal Building. The map at the end of this section gives the boundaries of the study areas and existing land use in the study areas.

The following discussion briefly describes each study area.

STUDY AREA I

Study Area I lies northeast of Aberdeen along highway U. S. 1 and is 230 acres in size. Much of the land bordering the highway on each side is devoted to highway commercial uses. The area also includes the residential areas of Forest Hills, Ridgewood, and the Poplar Street neighborhood north of the corporate limits.

Much of Aberdeen's recent residential growth has taken place in this area and the homes in the area are in generally excellent condition. There are a total of 131 dwellings in this area. Fifteen of the 131 are trailers. Only two units were classified as less than standard by the Housing Conditions Survey.

STUDY AREA II

Study Area II is a relatively small residential area. It consists of 11 acres southwest of Aberdeen. Of the 15 homes in this area, only two are in standard condition.

STUDY AREA III

Study Area III is located south of Aberdeen generally between Bethesda Avenue and Blues Ridge Road. Main Street, South Street, and N. C. 211 extend into this area from Aberdeen. The area is predominantly residential with a small amount of neighborhood commercial uses south of N. C. 211. North of N. C. 211 the homes are generally in standard condition; south of N. C. 211 homes are primarily in deteriorating or dilapidated condition. There are a total of 128 dwellings in this area. Twelve dwellings are in sound condition; forty are in deteriorating condition; and 74 are in dilapidated condition.

STUDY AREA IV

Study Area IV is located northwest of Aberdeen along N. C. 5 and the Norfolk Southern Railroad tracks. The area is entirely in industrial use with no

residences in the area. Industries included in the area are E-Z Flo Chemical Company, Gullistan Carpet Division, J. P. Stevens Company, Inc., Aberdeen Hosiery Mills Company, Inc., and the Amerotron Company.



STUDY
AREA
I

STUDY
AREA
IV

Corporate Limit

STUDY
AREA
III

STUDY
AREA
II

EXISTING LAND USE IN
ABERDEEN ANNEXATION
STUDY AREAS

Residential.....
Commercial.....
Industrial.....
Institutional or
Governmental.....

planning

Boundary

0 0.5 1.0 1.5 2.0 2.5 3.0 3.5 4.0 4.5 5.0

REQUIREMENTS FOR STATUTORY ANNEXATIONS

REQUIREMENTS FOR STATUTORY ANNEXATIONS

This section of the report examines the legal requirements of North Carolina State Annexation Laws, G.S. 160-453.4. Character of Area to be Annexed. If Aberdeen is to annex parts of the fringe area without getting petitions requesting annexation from property owners or without having a special act passed by the General Assembly, the areas to be annexed must meet the statutory requirements outlined under G.S. 160-453.4. These requirements are discussed in the following section together with an analysis of each area showing whether or not it meets the requirements. Only areas meeting all requirements are eligible under this law.

G.S. 160-453.4. Character of Area to be Annexed. (a) A municipal governing board may extend the municipal corporate limits to include any area which meets the general standards of subsection (b), and which meets the requirements of subsection (c).

(b) The total area to be annexed must meet the following standards:

(1) It must be adjacent or contiguous to the municipality's boundaries at the time the annexation proceeding is begun.

All the proposed areas to be annexed by Aberdeen meet this requirement. See Existing Land Use Map, following page 10.

(2) At least one-eighth of the aggregate external boundaries of the area must coincide with the municipal boundary.

All the proposed areas to be annexed by Aberdeen meet this requirement. See table below.

PERCENT OF STUDY AREA BOUNDARY CONTIGUOUS WITH CORPORATE LIMITS

<u>Study Area</u>	<u>Total Perimeter</u>	<u>Amount of Perimeter Contiguous</u>	<u>Percent Contiguous</u>
I	13,600'	1,800'	13.23%
II	4,600'	2,200'	47.82%
III	14,000'	3,200'	22.85%
IV	11,400'	3,500'	30.70%

(Note: An area must be 12.5 percent contiguous to meet this requirement.)

(3) No part of the area shall be included within the boundary of another incorporated municipality.

All of the proposed areas to be annexed by Aberdeen meet this requirement. See Existing Land Use Map, following page 10.

(c) The area to be annexed must be developed for urban purposes. An area developed for urban purposes is defined as any area which is so developed that at least sixty percent (60%) of the total number of lots and tracts in the area at the time of annexation are used for residential, commercial, industrial, institutional or governmental purposes, and is subdivided into lots and tracts such that at least sixty percent (60%) of the total acreage, not counting the acreage used at the time of annexation for commercial, industrial, governmental or institutional purposes, consists of lots and tracts five acres or less in size.

Each study area is listed in the two tables below according to its qualification under the requirement above.

PERCENT OF STUDY AREA DEVELOPED FOR
URBAN PURPOSES.....BY TRACTS

	<u>Total Lots & Tracts</u>	<u>Undeveloped Lots & Tracts</u>	<u>Developed Lots & Tracts</u>	<u>Percent of Developed Lots & Tracts</u>	<u>Does Area Meet This Requirement?</u>
Area I	328	195	133	40.5%	No
Area II	26	10	16	61.5%	Yes
Area III	218	83	135	61.9%	Yes
Area IV	9	2	7	77.7%	Yes

(Requirement: At least 60 percent of the total lots and tracts must be developed for urban purposes.)

SUBDIVISION OF LAND

	<u>Total Acreage</u>	<u>Acreage in Commercial, Industrial, Governmental, or Institutional Use</u>	<u>Remaining Acreage</u>	<u>Percent of Remaining Acreage In Lots and Tracts Five Acres or Less</u>	<u>Does Area Meet This Requirement?</u>
Area I	229	73	156	100%	Yes
Area II	20	7	13	100%	Yes
Area III	151	29	122	78.5%	Yes
Area IV	144.5	98.5	46	4.7%	No

(Requirement: At least 60 percent of the total acreage, not counting the acreage used at the time of annexation for commercial, industrial, governmental, or institutional purposes, consists of lots and tracts five acres or less in size.)

In summary, the four study areas meet the requirements for annexation under G.S. 160-453.4, except on two points. Area I is not developed for urban purposes to the degree required under the statute. Redrawing the boundary of the area cannot solve this problem because the developed sections of Area I are separated from the corporate limits by a large number of platted, but undeveloped lots. In order to comply with the requirement that 1/8 of the boundary of the area to be annexed be contiguous to the corporate limits, too many undeveloped lots and tracts have to be annexed.

The second point on which the study areas do not meet the statutory requirements involves Area IV. Area IV does not meet the statutory requirement that 60 percent of residential and undeveloped land be subdivided into lots and tracts of five acres or less.

It should also be pointed out that although Area III apparently meets the statutory requirement for 60 percent development of lots and tracts, the property lines used in this area are questionable. Information on property lines in this area was not complete and a visual survey was made to determine property line locations in areas where information was lacking.

In conclusion, Areas I and IV do not meet the legal requirements for annexation under G.S. 160-453.4, and Area III is questionable.

POLICIES AND SERVICES IN ABERDEEN

V.

FRINGE AREA SERVICE LEVELS

Police Protection

Town of Aberdeen

Policies. It is the policy of the Town of Aberdeen to furnish 24-hour police protection to town residents. The police department has the authority to act within one mile of Aberdeen as well as in town. This authority is not exercised except in emergency.

Service. The Aberdeen Police Department is authorized three men including the chief. There is one patrol car with a radio for communication with other Moore County law enforcement agencies. At this level of service, a police officer can usually be contacted within a reasonable length of time although with only one officer on duty at any time it is not always possible for him to be near a phone.

Fringe Area

Law enforcement in the fringe area is the responsibility of the Moore County Sheriff's Department. In addition, the N. C. Highway Patrol shares authority for law enforcement in this area. However, the Highway Patrol limits its activity to the state and federal roads.

The sheriff's department has five deputies living throughout Moore County who are responsible for sections of the county. In addition, the chief deputy and the sheriff have offices in Carthage. At night, two deputies use one car to patrol the entire county. Aberdeen's fringe area falls in the jurisdiction of the deputy who lives at Vass. His territory includes all the area from Southern Pines to the Hoke County line.

Because of its limited staff and large jurisdiction, the sheriff's department cannot serve Aberdeen's fringe area with the same level of protection that Aberdeen's residents receive.

Fire Protection

Town of Aberdeen

Policies. The Aberdeen Fire Department provides fire protection for Aberdeen and the surrounding rural area. It has been town policy for many years to answer all fire calls from inside or outside the town. Many towns have decided against answering fire calls from outside the town limits because the policy often means increased fire insurance rates for town residents and sometimes requires the purchase of additional equipment.

Service. The fire station is located in the central business district adjacent to the municipal building. The fire department has three pumper trucks. Two of these are provided by the town and one is furnished by the county.

The N. C. Fire Insurance Rating Bureau, which rates towns according to their fire defenses, gives Aberdeen a class eight rating. Fire Insurance rates for property are based on this rating. All property inside the corporate limits is given the same rate.

The table below gives an example of typical rates to insure a \$12,000 frame home within the municipal limits of Aberdeen.

<u>Coverage</u>	<u>Costs</u>
Fire Insurance, extended coverage, and \$5,000 protection on contents of building.	\$71.00/year
Comparable homeowner's policy, including liability coverage.	\$41.00/year

Fringe Area

Because of Aberdeen's policy of answering fire calls outside the municipal limits, the entire fringe area is covered by the Aberdeen Fire Department. This policy of answering fire calls outside town has been in effect for many years and recently the town has accepted a county fire truck in order to serve the area better. It is probable that this policy will be continued as long as the town has the county fire truck.

Even though Aberdeen covers the fringe area with the town fire department, fire insurance rates are more expensive outside town. This is caused primarily by the lack of water supply in the fringe area.

Conversations with Aberdeen insurance agents indicate that the entire Aberdeen fringe area is rated class ten by the N. C. Fire Insurance Rating Bureau. This is the lowest possible fire rating. Within class ten a structure is rated individually according to its susceptibility to fire. To be given an "A" rating, a structure must have a telephone, a masonry foundation, electricity, central heat, and interior plumbing. To be given a "B" rating, a structure must have running water, thermostatically controlled heat, and electricity. All structures not meeting specifications for either an "A" or a "B" rating are given a "C" rating.

The table below gives an example of typical rates to insure a \$12,000 frame home in Aberdeen's fringe area.

<u>Coverage</u>	<u>Costs</u>		
	<u>"A" Structure</u>	<u>"B" Structure</u>	<u>"C" Structure</u>
Fire Insurance, extended coverage, and \$5,000 protection on contents of building.	\$96.00	\$113.00	\$147.00
Comparable homeowner's policy, including liability coverage.	\$58.00	\$73.00	\$82.00

Water and Sewer

Town of Aberdeen

Policies. In the past the Town of Aberdeen has paid the cost of installing water and sewer lines in streets. The individual has paid the cost of water and sewer lines on his property and the cost of connecting to the town system.

The town's policy toward extending water and sewer lines outside the municipal limits has been that the person requesting such utilities build them and dedicate them to the town prior to connecting to town lines. Fringe area residents using these municipal water and sewer lines are charged $1\frac{1}{2}$ times the town rates.

Service. The Town of Aberdeen provides water and sewer service to town residents and to some areas outside the municipal limits. Water lines in town cover almost all developed areas. Sewer lines are available to all property which can be served by the present gravity flow system. The present system does not extend into some sections of town.

The town water rates are listed in the table below. The charge for sewer service is 75 percent of the water bill.

ABERDEEN IN-TOWN WATER RATES

First	3,000 Gallons	\$3.00 Minimum Charge
Next	7,000 Gallons	@ \$.75 per 1,000 gallons
Next	10,000 Gallons	@ \$.65 per 1,000 gallons
Next	20,000 Gallons	@ \$.55 per 1,000 gallons
Next	60,000 Gallons	@ \$.50 per 1,000 gallons
Next	100,000 Gallons	@ \$.40 per 1,000 gallons
All Over	200,000 Gallons	@ \$.30 per 1,000 gallons

Fringe Area

Parts of the Aberdeen fringe area is served by town water and sewer. Property not served by town water and sewer must use private wells and septic tanks or outdoor privies.

Garbage Service

Town of Aberdeen

Services and Policies. The Town of Aberdeen provides garbage service to residents of the incorporated area only. Garbage is collected twice a week. Collections are made at the rear of lots and garbage is disposed of at the town dump. This service is financed from general tax revenues at no additional cost to residents.

Fringe Area

Residents of the Aberdeen fringe area must contract with a commercial garbage hauler if garbage collection is desired. Apparently most residents of the fringe area dispose of their garbage themselves. Charges for once a week garbage collection by commercial garbage haulers varies from \$2.00 to \$4.00 per month in the Aberdeen area.

Streets

Town of Aberdeen

Policies and Services. The Town of Aberdeen maintains all streets in town not maintained by the North Carolina Highway Commission. The town has no set policy on sharing the cost of street extensions with property owners. Very few extensions to streets have been made in recent years. Street signs are installed as needed by the town.

Fringe Area

The North Carolina State Highway Commission maintains all streets in the fringe area. The State Highway Commission does not provide street name signs.

Street Lights

Town of Aberdeen

Policies and Services. Street lighting is provided in Aberdeen by Carolina Power and Light Company. Lights are provided at major intersections and at closer intervals on exceptionally long blocks. The cost of this service is paid out of general tax funds.

Fringe Area

None of Aberdeen's fringe areas have street lights according to Carolina Power and Light Company, which serves the area with electricity. Individual property

owners may purchase area lights from the company. These area lights are similar to street lights in design but are not used to light streets. Area lights have to be installed so that they do not hang over street rights-of-way and are used to light private property only. These lights are available at a cost of \$3.75 per month.

Summary

This section has shown how the town and the fringe areas compare in available services. If annexation takes place, Aberdeen will have to make the same services now available in town available in the annexed areas. Comparisons made earlier in this section show that municipal services will be an improvement over those now available. Municipal police protection would be much better than the protection now offered. Fire protection would also be improved in that water supplies for fighting fires would be provided. By just becoming part of the municipality, fire insurance rates would be reduced substantially.

If annexed, the fringe areas would become eligible for municipal water and sewer. Although this will cost more than the present service, municipal water and sewer would be a definite improvement from a public health standpoint.

After annexation, the town would furnish garbage collection service to the areas. Although some fringe area residents now pay private individuals for this service, it would mean an added new service for most fringe area residents who presently dispose of their own garbage.

Annexation would mean assumption of street maintenance responsibility by the town in most cases. The principal change would be that the town installs street name signs whereas they are not provided now. The town would also provide street lights which are not now provided.

Overall, annexation would mean standardized service throughout the area. Some new services would become available and some services would be improved. In no

case does it appear that the fringe area resident would receive a lower level of service than is now available.

RELATIVE COST OF SERVICES

TOWN V, FRINGE

RELATIVE COST OF SERVICES

TOWN V. FRINGE

After reading the preceding section, it should be apparent that an accurate comparison between the cost of living in town versus in the fringe areas would be very difficult. This is because the level of services available to town and fringe area residents is not the same. It is difficult to compare the cost of city water and sewer with individual wells and septic tanks as an example. The town must meet North Carolina health standards and inspections. Private facilities are not as closely inspected. Obviously, the town is providing a much better service, but the question of what safe water and sanitary health measures are worth in dollars is very difficult to answer. Full police protection such as the town has is better than what is available in the fringe areas; but how much is it worth in dollars? The fringe area is protected by the same fire department; but the lack of a good water system means that the level of protection is lower than in town.

The fact that many services are not mandatory has been considered in comparing the cost of services. It is easy to show that fire insurance rates are higher in the fringe area than inside the corporate limits. But no one is forced to buy fire insurance. Since most people do insure their property against fire, this cost was included in the comparison. It might be pointed out at this point that many services which are optional for residents of the area outside town are needed more by those people than by people living in town. Fire insurance is an example. Because fire protection is lower in the fringe area, it could be argued that the fringe area resident needs some other kind of protection more than the town resident. The same reasoning could be used for street lighting. The area with less police protection is

the area needing good street lights the most, but the fringe area has less police protection and fewer street lights.

The table below shows a comparison between the cost of services to a typical family inside town as opposed to the same family living outside town. This comparison does not try to assign a cost to such intangible items as superior service, but it does point out some of the services not available to the fringe area resident.

This comparison uses a typical family of four people living in a \$12,000 house and compares costs of taxes and services for the family as town residents and as fringe area residents.

COMPARISON OF COSTS AND SERVICES BY YEAR

<u>Cost Cost or Service</u>	<u>Town Resident</u>	<u>Fringe Area Resident</u>
Taxes		
Town Taxes	\$137.00	no cost
County Taxes	(same)	(same)
Fire Insurance	\$71.00	\$96.00
Urban Services		
Garbage Collection	no cost	\$36.00
Water and Sewer	\$126.20	\$189.00*
Full Police Protection	no cost	not available
Full Fire Protection	no cost	not available
Street Lights	no cost	not available
Street Signs	no cost	not available
	<u>\$334.20</u>	<u>\$321.00</u>

* Using town water and sewer at fringe area rates.

From the table above it appears as if the fringe area resident pays almost the same amount for services that the town resident does. It should be pointed out that the estimated cost to fringe area residents for water and sewer is based on town rates. Where fringe area residents use town water and sewer, this is accurate. In a large part of Areas I and IV town water and sewer are used. However, in areas where private septic tanks and wells are used this figure is not correct. Although initial costs of septic tanks and wells are not difficult to determine, the useful life and maintenance required by these facilities varies substantially and no annual cost estimate was made. It appears that where septic tanks and wells operate satisfactorily they would cost much less than municipal water and sewer. However, when development becomes more dense and septic tanks and wells are built closer together, they present a greater health hazard.

ANNUAL EXPENDITURES AND REVENUES

ANNUAL EXPENDITURES AND REVENUES

This section attempts to analyze the additional annual expenditures Aberdeen would have to make in order to annex the four study areas and to compare these expenditures with annual revenues the areas could be expected to produce for the town. Examples of services requiring added expenditures are garbage collection, police protection, and fire protection. Examples of revenue the town could expect to derive from the study areas are ad valorem taxes, privilege taxes, water and sewer rents, and Powell Bill allocations.

Some existing services are adequate to serve the study areas without additions. Other services will need substantial additions before the areas could be served.

Additional revenues are reasonably well associated with specific areas and can be identified with a specific piece of property or study area. Additional expenditures are more difficult to identify with specific study areas. For example, it is difficult to point to the exact additional property or person that means another policeman is required. The same thing applies to garbage collection and other services. However, an effort has been made to apportion the additional expenditures among the study areas in terms of additional yearly cost required to serve each area.

EXPENDITURES

Garbage Collection

Aberdeen has recently begun collecting garbage twice weekly. In order to provide this level of service to the study areas should they be annexed, additional personnel would have to be hired.

The superintendent of the Sanitation Department, Mr. Phillips, feels that Study Area I would require more work to serve than the other areas. His experience is that business and middle class residential areas require substantially more service than any other type areas in Aberdeen. Study Area I is the only area with this type homes and businesses being considered for annexation. Should Study Area I be annexed, it is felt that the town will require a full-time crew to collect garbage. At present the garbage collection crew also works part time on the streets and other miscellaneous jobs.

Street Maintenance

At present, street maintenance is provided by the Street and Sanitation Department on a part-time basis. If Study Area I were annexed, it is felt that a full-time crew would be needed.

Summary: Garbage Collection and Street Maintenance

With Study Area I annexed to Aberdeen, a full-time garbage collection crew and a full-time street maintenance crew would be needed to replace the one crew now performing both tasks. Two more men would be needed to staff the two crews. With this organization, it is felt that Aberdeen could adequately serve the present incorporated area, Study Area I, and the other areas proposed for annexation.

At present salary levels, an additional employee would cost approximately \$3,000 per year for salary, uniforms, and social security. Thus, two new men would require an additional expenditure of approximately \$6,000 per year. It is felt that present equipment would be adequate in providing existing levels of service to the new areas.

It is difficult to apportion this additional expense exactly among the various areas. Apparently the town could absorb Study Areas II, III, and IV without establishing two crews. However, if Study Area I is annexed, separate crews will be necessary for garbage collection and street maintenance. The larger part of the costs would be for garbage collection in Area I and street maintenance in Area III. A reasonable division of the additional annual cost among the areas would probably be: Study Area I---\$3,000; Study Area II---\$500; Study Area III---\$2,000; and Study Area IV---\$500.

Street Lights

Aberdeen presently uses two types of street lights. One is used in residential areas and furnishes a 2,500 lumen incandescent light. The cost to the town for this type lamp is \$18.96 per year. The other type lamp used is a 6,000 lumen incandescent lamp which has been installed along U. S. 1 and in the business district. This type lamp costs \$34.80 per year. Newer, mercury vapor lamps are available to towns for street lighting purposes. Although they are more expensive, the mercury vapor lamp provides about three times as much light for about double the electricity cost. Although it would probably be to the town's advantage to have mercury vapor lamps installed if any new areas are annexed, this report will use the cost of conventional lighting since that is what is provided within the corporate limits.

A survey of the area has been made to determine the number of lights and types to be used. The results of the survey and the cost to the town to furnish

street lights to each area is given in the table below.

STREET LIGHTING NEEDS

	<u>Area I</u>	<u>Area II</u>	<u>Area III</u>	<u>Area IV</u>
Number of Lights Needed	25	4	27	5
Cost Per Year	\$553.20	\$75.84	\$511.92	\$174.00

Police Protection

Aberdeen normally employs three policemen although for several months there have been only two men on the force. Efforts have been made to hire a third man but have not yet been successful.

With a force of three men Aberdeen has approximately one policeman for each 500 people served. According to standards provided by the Federal Bureau of Investigation, this ratio is adequate for most communities. Using this standard and the population of each study area, the police force would need to be increased from three men to four men should Study Areas I or III be annexed as each of those areas would add approximately 400 people to the town's population. If both areas were annexed it would be advisable to hire one new policemen immediately and a second one within a short time. If Study Areas II and IV were annexed as well as Areas I and III, the town should hire two new men immediately.

At the present salary level for Aberdeen policemen it would cost approximately \$4,500 per year to hire an additional man. This would include salary, uniforms, and social security.

Fire Protection

At present, the Aberdeen Volunteer Fire Department serves the town and approximately three miles in every direction from the corporate limits. Since this includes all the study areas, it is not expected that annexation of these areas would call for any additional immediate expenditure. The same facilities and personnel now serving the area would be able to provide the present level of protection to the study areas after annexation. With the addition of municipal water in these areas, protection would even be better.

General Administration

It is expected that annexation of the areas under study would increase the cost of general government administration to some degree. However, no major additions of equipment or personnel are anticipated. Many of the costs of general town administration are fixed costs and will not be affected by annexation. In order to determine how much additional cost each area would add to the budget for general administration, the population, size, and type of development in each area was considered. This was compared with the per capita cost of general administration services in Aberdeen at present. The table below indicates the additional cost thought necessary to serve each area.

ADDITIONAL GENERAL ADMINISTRATION COSTS BY AREA

<u>Area I</u>	<u>Area II</u>	<u>Area III</u>	<u>Area IV</u>
\$2,500	\$500	\$2,000	\$1,000

REVENUES

Ad Valorem Taxes

The ad valorem tax, or property tax, is a tax on both real and personal property. Both Moore County and Aberdeen have authority to levy ad valorem taxes. This tax is the basic source of revenue for most North Carolina counties and municipalities. Aberdeen's present ad valorem tax rate is \$1.35 per \$100.00 assessed value. The town uses the same property valuation as Moore County uses. Moore County and Aberdeen currently assess property at 60 percent of appraised real value.

In order to determine the amount of additional revenue this tax would produce for the town if the study areas were annexed, a survey of property was made in the study areas. Rough estimates of the amount of taxable property in each study area were made by a representative of the Moore County Tax Office. From these estimates, Moore County tax records, and land use and housing condition records, the property tax revenue potential of each area was estimated. The table below indicates the first year revenue each area could be expected to produce for the town through property taxes. As development occurs, the areas can be expected to produce increased revenues.

POTENTIAL REVENUE TO BE EXPECTED FROM PROPERTY TAXES BY STUDY AREA

	Area I	Area II	Area III	Area IV
Estimated Market Value of Real and Personal Property	\$2,343,000.00	\$26,000.00	\$356,000.00	\$3,425,000.00
Taxable Value of Real and Personal Property	\$1,405,800.00	\$15,000.00	\$213,600.00	\$2,055,000.00
Amount of Revenue To Be Derived at Present Tax Rate Using Estimated Tax Value	\$18,978.20	\$202.50	\$2,883.60	\$27,742.50

Powell Bill Funds

Powell Bill Funds are revenues collected under a statewide gasoline tax. Part of the money from this State tax is shared with local governments. The distribution of the local government's share is made in two ways. One half is allotted to the local government on a population basis. The other half is allotted on the basis of miles of locally maintained streets and roads.

Population figures used to determine the town's share of this half of the money are obtained from the U. S. Decennial Census only. Thus the additional population gained from an annexation would not be reflected on Powell Bill figures until the 1970 census. Figures for the amount of locally maintained streets and roads are adjusted yearly so for this half of Aberdeen's Powell Bill allocation an annexation would increase the town's share immediately.

In 1967 Aberdeen received \$530.65 per mile for streets maintained by the town. The table below indicates what this would mean in additional revenue if the town annexed one or all of the study areas. The amount of roads and streets the town would maintain in the new areas was determined by referring to the present map showing town and state road maintenance responsibility within Aberdeen and estimating the probable division of responsibility in the study areas should they be annexed.

ESTIMATED ADDITIONAL REVENUE FROM POWELL BILL FUNDS BY STUDY AREAS

	<u>Area I</u>	<u>Area II</u>	<u>Area III</u>	<u>Area IV</u>
Estimated Amount of Town Maintained Streets	17,700 ¹	350 ¹	3,200 ¹	none
Projected Increase in Powell Bill Allocation To Aberdeen	\$1,778.85	\$35.17	\$224.10	none

Intangibles Taxes

Intangibles taxes are collected by the State and distributed among the counties primarily according to where they were collected. When the county receives the taxes the money is divided among the county and the various municipalities in the county according to the proportion of total ad valorem taxes collected by each unit. Therefore, by increasing its ad valorem tax base through annexation, Aberdeen would very likely increase its proportion of the county's intangibles tax. It should be pointed out that Aberdeen's proportion of intangibles tax money is also dependent on factors other than the ad valorem taxes collected in Aberdeen. A large increase or decrease in ad valorem taxes collected in other municipalities in the county would also affect Aberdeen's percent of the total ad valorem taxes collected county-wide. As an example, if other towns increased the amount of ad valorem taxes they collected by growth or by raising their tax rate, Aberdeen's proportion of the intangibles tax refund might remain the same or even decrease.

For the purposes of this study, it was decided to assume that Aberdeen's proportion of ad valorem taxes collected in the county would remain the same as in past years with the exception that the increase in taxes from the study areas would directly increase the town's percentage of the intangibles tax refund.

Last year Aberdeen received 3.233 percent of the Moore County intangibles tax refund. This amounted to \$7,713. If the study areas had been annexed to Aberdeen at that time, it is estimated that Aberdeen's share of total county intangibles taxes would have been nearly doubled to 4.907 percent or \$14,095. Broken down by areas, the increase would be divided as is indicated in the table below.

PROJECTED INTANGIBLES TAX INCREASE TO BE DERIVED FROM ANNEXATION

<u>Area I</u>	<u>Area II</u>	<u>Area III</u>	<u>Area IV</u>
\$5,285.62	\$70.48	\$845.70	\$7,893.20

Franchise Taxes and Privilege License Taxes

Due to the relatively small amount of revenues expected from these two sources, they have been considered together. Franchise taxes are collected by the State from privately owned utility companies and are shared with the municipality according to the collections of the utility companies operating within the town's corporate limits. Privilege license taxes are collected by the town from private businesses for the privilege of operating within the municipality.

The total revenue derived by Aberdeen from these two sources is approximately \$3,500 per year. It is estimated that the town might expect to collect an additional \$800 from these two sources if all four study areas were annexed. This amount is broken down as follows: Study Area I, \$350; Study Area II, \$50; Study Area III, \$100; and Study Area IV, \$300.

Water and Sewer Rents

Water and sewer rents are generally set at levels that allow these utilities to be self-supporting. Recent increases in water and sewer rents in Aberdeen to pay for the new sewage treatment plant reflect this policy. For this reason, neither anticipated increases in expenditures for water and sewer services or anticipated revenues from water and sewer rents are considered in this report. Anticipated costs of extending the water and sewer system to the study areas are discussed under the section, Water and Sewer Extensions.

Expenditures and Revenues: Conclusion

The table below indicates the total annual expenditures and revenues Aberdeen could expect from the study areas should they be annexed. It should be noted that these figures indicate estimated annual operating expenses, not capital expenses. The larger capital costs are discussed under the section on Water and Sewer Extensions and Street Paving.

ESTIMATED ANNUAL EXPENDITURES AND REVENUES

	<u>Area I</u>	<u>Area II</u>	<u>Area III</u>	<u>Area IV</u>
<u>Expenditures</u>				
Garbage Collection and Street Maintenance	\$3,000.00	\$500.00	\$2,000.00	\$500.00
Street Lights	553.20	75.84	511.92	174.00
Police Protection	4,000.00	500.00	400.00	500.00
General Administration	<u>2,500.00</u>	<u>500.00</u>	<u>2,000.00</u>	<u>1,000.00</u>
Total Expenditures	\$10,053.20	\$1,575.84	\$4,911.92	\$2,174.00
<u>Revenues</u>				
Ad Valorem Taxes	\$18,978.20	\$202.50	\$2,883.60	\$27,742.50
Powell Bill Funds	1,778.85	35.17	842.10	-----
Intangibles Taxes	5,285.62	70.84	845.70	7,893.20
Franchise Taxes and Privilege License Taxes	<u>350.00</u>	<u>50.00</u>	<u>100.00</u>	<u>300.00</u>
Total Revenues	\$26,392.67	\$358.51	\$4,653.40	\$35,935.70

The table above indicates that the four study areas would produce more than enough revenue to meet annual operating expenses if taken as a whole. The four areas

would produce an estimated \$67,340.28 in revenue and would require \$18,714.96 in expenditures. Thus, there would be approximately \$50,000 to apply to capital expenditures assuming water and sewer rents will produce sufficient money to pay for the cost of operating those systems in the study areas.

Individually, the study areas vary substantially in the revenues they would produce and the expenditures they would require. Study Area IV, the industrial area west of Aberdeen, would produce most of the excess revenue above annual operating expenses. Study Area I, the residential and commercial area north of Aberdeen, would also produce an excess of annual revenues over annual expenditures. Study Area II and III would not produce sufficient annual revenues to meet annual expenditures.

Water and Sewer Extensions

The cost of extending water and sewer lines into the study areas is considered separate from the annual expenditures and revenues. This was done because these costs cannot logically be considered an annual expense. They are capital costs in the sense that water and sewer facilities are expected to be used for many years. All the benefits of these facilities will not be realized in one year and neither should all the cost be charged to a single year.

It should be pointed out at this point that most towns set their water and sewer rates at a level which allows these utilities to operate on a self-supporting basis. This income from water and sewer rents comes in over a period of years whereas the major expenses of water and sewer systems fall due initially during the construction of the systems. Thus while the town water and sewer rents may pay for the service in the long run, the immediate problem is how to raise the money to construct the system.

Normally towns borrow money, that is they sell bonds, to pay for capital expenditures. This allows the facilities to be paid for over a longer period of years. The price of borrowing the amount of money necessary to construct water and sewer lines has been computed using a 4.5 percent interest rate over a 30-year period. See the map at the end of this section for proposed water and sewer lines.

Many towns have found that the cost of paying the entire cost of all water and sewer lines too great a burden on municipal finances and have turned to another method of financing such facilities. The principal method of shifting this cost away from the town is to have the individual property owner pay the cost. Under this method, the property owner has to pay the cost of installing the water and sewer lines which serve his property. This benefit assessment method of financing water and sewer extensions has the advantage of shifting the cost of improvements to the persons benefiting most from them. Even under the benefit assessment method, towns usually pay the cost of sewer lines above 8" in diameter and water lines above 6" in diameter. This is done to prevent property owners from having to pay for lines serving larger areas than his own property. Financing water and sewer extensions through benefit assessment would substantially reduce the cost to the town of making these improvements.

Water Extensions

As with sewer service, the town's consulting engineers¹ were consulted in order to determine the cost and feasibility of extending water into the study areas. Although it is possible for Aberdeen to serve the study areas, the engineers

¹ William F. Freeman, Incorporated, is Aberdeen's water and sewer consulting engineering firm. Their assistance in preparing this section of the report is greatly appreciated.

immediately pointed out that Aberdeen already has had problems serving its present water customers and the engineers expressed doubts as to the advisability of taking on additional water customers before expanding the present water source.

An earlier report by the town's engineers has already pointed out existing water needs and some alternate solutions. This report basically recommends improvements in the present distribution system, extension of lines to the area north of town, and a new water source. Two basic alternatives were given for procuring the additional water requirement. They were to buy water from Southern Pines or to construct a water filtration plant and use surface water rather than the present combination of spring lakes and wells.

In discussing the proposed annexation in terms of water needs, the engineers felt that it probably would be possible to utilize the present well and spring lake water as sources for immediate needs without expanding the source. There does seem to be some doubt as to how long this supply will be adequate.

In order to serve Study Area I the engineers indicate that a booster pumping station will be necessary to insure adequate water pressure. Water lines have been located on the Proposed Water Mains Map in accordance with the general plan the consulting engineers recommended. However, this map, just as the Sewer Map, is not intended for engineering or construction purposes. It was prepared to assist the Town of Aberdeen in estimating the cost of serving the study areas with water service.

The table below gives estimates of extending water service to each study area under the town's present water extension policy.

COST OF WATER EXTENSIONS BY AREA

	Area I	Area II	Area III	Area IV
8" Lines	\$24,750			*
6" Lines	16,000	\$5,200	\$58,920	*
Hydrants	2,952	875	4,725	*
Gate Valves	3,750	1,125	5,865	*
Booster Pump	30,000			*
Acquisition of Existing Line	Yes	No	No	*
Subtotal	\$77,452	\$7,200	\$69,510	*
Interest	<u>63,348</u>	<u>5,890</u>	<u>56,870</u>	
Total	\$140,800	\$13,090	\$126,380	

* Area IV appears to be adequately served at present. No new lines are proposed.

Sewer Extensions

Sewer lines are one of the urban services a town is required to furnish to newly annexed areas if the town uses the statutory requirements method of annexation. In order to estimate what adequate sewer service would cost, the town's consulting sewer engineers, William F. Freeman, Inc., were contacted. They pointed out that with the completion of the sewer treatment now under construction the town would have the ability to treat the additional sewage from one or all the study areas.

Locating sewer lines to serve the study areas did present a problem. Sewer lines are normally designed on the gravity flow principle. In order to locate lines in an area using this principle, it is necessary to have accurate topographic and slope information. Since that information is not available at sufficient detail to

design a sewer system, an engineering survey would be necessary. Since this was not practical, the engineers recommended that the Division of Community Planning make a visual survey of the areas and use available information to select tentative locations for the purpose of making cost estimates. This was done by assuming that the present system could simply be extended into most areas. An engineering survey might show that the topography would prevent such extensions and that longer lines might be necessary or that pumping stations would be necessary. The proposed lines as presented on the Sewer Proposals Map in this report are designed to give a rough cost estimate of sewer extensions and are not meant to be suitable for engineering or construction purposes. Costs were computed on a linear foot basis with additions made for manholes spaced approximately 350 feet apart. The town's consulting engineers recommended using 8" pipe throughout the system and estimated the cost of pipe and labor at \$5.00 per foot. The cost of constructing lines in town to connect to lines in the study areas is separated in the cost estimate from the cost of lines in the study areas.

One cost that may be necessary in Study Area I was not computed. This is the possible cost of acquiring the existing sewer lines in that area. The town would probably have to negotiate with the owners of those lines to determine an equitable solution for both parties.

COST OF SEWER EXTENSIONS BY AREA

	<u>Area I</u>	<u>Area II</u>	<u>Area III</u>	<u>Area IV</u>
Cost of Construction needed in town to make connection with fringe area lines	\$1,200	\$5,600	\$36,000	*
Cost of Construction needed in the study area	51,900	---	89,000	*
Existing lines to be acquired	(6,000 ⁺ of 8" lines)	none	none	*
Subtotal	\$53,100	\$5,600	\$125,000	
Interest	<u>41,820</u>	<u>4,580</u>	<u>102,270</u>	
Total	\$94,920	\$10,180	\$227,270	

* Area IV appears to be adequately served at present. No new lines are proposed.

Street Paving

If Aberdeen should annex the study areas which have been outlined, it would become the responsibility of the town to maintain the streets in those areas. In addition to the cost of maintaining the streets, there would be some cost of paving unpaved streets. Although it will not be necessary to pave all unpaved streets immediately, the town will have to do this eventually and a survey was made of the areas to determine how much paving will be needed in each area.

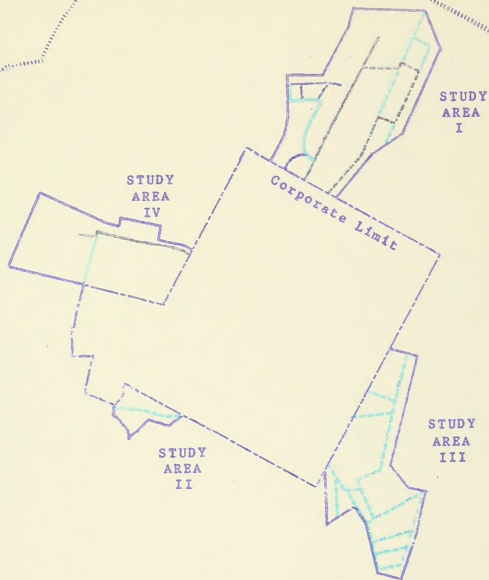
UNPAVED STREETS BY AREA

<u>Area I</u>	<u>Area II</u>	<u>Area III</u>	<u>Area IV</u>
3,300 feet unpaved	300 feet unpaved	6,000 feet unpaved	none unpaved

ASPHALT-GRAVEL PAVEMENT COST*

<u>Area I</u>	<u>Area II</u>	<u>Area III</u>	<u>Area IV</u>
\$3,300.00	\$300.00	\$6,000.00	no cost

* These estimates were made on the basis of providing new pavement to graded streets. In the past the town has done its own grading and these streets would require the same type labor and equipment. The figure of \$1.00 per running foot of 18 feet wide pavement was used for estimating surfacing costs given above. Riley Paving Company of Carthage, N. C., quoted this figure as a reasonable cost for either asphalt and gravel or asphalt and sand construction in the Aberdeen area.



WATER LINES

	Existing	Proposed
Less Than 6"		
6"		
8"		





CONCLUSION

This study has attempted to cover as many aspects of annexation as possible. Aberdeen's developed fringe areas have been divided into study areas in order to study the effects of annexation on each section. An effort was made to point out the effects of annexation on both the individual and the town. The results of this section indicated that the fringe area resident would be better off after annexation in terms of the additional services he would receive. Financially, annexation would vary in its effect upon the individual property owner. A fringe area resident presently using municipal water and sewer would pay approximately the same amount for services after annexation as he now pays. If he uses a private well and septic tank his cost would be increased significantly.

Financially, it appears that the areas as a whole would be able to pay their way in terms of annual municipal operating expenses. However, considerable sums of money would have to be spent for capital costs such as water and sewer extensions. Those items would need consideration and probably an engineering survey before exact costs could be determined and final decisions reached.

The legal requirements for annexation present a difficult problem also. Very little of the fringe area could meet the statutory requirements for annexation at this time. This leaves two alternatives if the town wishes to annex the areas now. Aberdeen could limit itself to annexing only areas where requests are received from property owners or it could attempt to have the 1969 General Assembly annex the desired areas by special act. If the town desires to accomplish much annexation at this time, action by the General Assembly appears to offer the most hope.

Before considering annexation of the large area north of Aberdeen, it would probably be wise to consider the ultimate area of jurisdiction in this area.

Somewhere in this area Aberdeen and Southern Pines will likely have adjoining municipal boundaries in the future. At present, there is less than two miles separating the corporate limits of the two towns. Since the area between Aberdeen and Southern Pines is growing rapidly, it is logical to assume that eventually the area will be entirely annexed by the two towns. Cooperation and planning now in the decision as to where the final boundary is to be would remove much uncertainty and possible misunderstanding in the future. Each town could plan on providing services and eventually annexing certain sections of this area between the two towns.

By this time the reader probably has asked himself if it is desirable for Aberdeen to annex these areas. This report has had to deal almost entirely with the problems Aberdeen will encounter in attempting to annex parts of the fringe area. The arguments and reasons supporting annexation have not been discussed to any great extent in this report. However, there are good reasons why the areas should be annexed. They are the fastest growing part of Aberdeen. Because of this, they will increasingly need more and more urban services. Public water and sewer as well as garbage collection and police protection will be necessary as development continues in an area already as densely developed as the town itself. Finally, the Town of Aberdeen is the obvious governmental unit to provide these services. The areas already consider themselves a part of the town in many ways; they are geographically, socially, and economically very much a part of the town today. Just as it is cheaper to manufacture goods in quantity, it would seem most logical for one town government to administer and provide services for the entire Aberdeen area rather than have each resident attempt to provide these services individually.



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